

Message Text

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ACTION EUR-12

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CIAE-00 DODE-00 PM-05 H-01 INR-07 L-03 NSAE-00
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P R 271340Z JAN 78
FM AMEMBASSY BUCHAREST
TO SECSTATE WASHDC PRIORITY 7650
INFO AMEMBASSY ROME
AMEMBASSY VIENNA

C O N F I D E N T I A L BUCHAREST 0610

ROME AND VIENNA ALSO FOR INS

E.O. 11652: GDS
TAGS: SHUM, CVIS, RO
SUBJECT: ROMANIA'S EMIGRATION POLICY: CLAMP-DOWN ON "VIENNA OPTION"

REF: BUCHAREST 417

1. SUMMARY. AS INDICATED REFTEL, ROMANIAN GOVERNMENT HAS TAKEN ACTION WHICH CURBS AND POSSIBLY CLOSES VIENNA EXIT ROUTE FOR ROMANIAN EMIGRANTS HOLDING PASSPORTS FOR THE U.S. REFTEL PROPOSES POLICY OPTIONS FOR DEALING WITH NEW SITUATION; THIS TELEGRAM EXAMINES THE DISRUPTION OF EMIGRATION PATTERN CAUSED BY GOR ACTION, AND HIGHLIGHTS IMMEDIATE PROBLEM PRESENTED TO US (PRIMARILY ONE OF TEMPORARILY AND POSSIBLY PERMANENTLY STRANDED APPLICANTS) AS WELL AS LONGER RANGE IMPACTS. GOR ACTION ITSELF WAS SUDDEN, COORDINATED, AND APPARENTLY PRE-PLANNED. END SUMMARY.

2. BEGINNING JANUARY 14 ROMANIANS HOLDING PASSPORTS FOR THE U.S. AND "VIENNA LETTER" DOCUMENTATION ISSUED BY EMBASSY WERE TURNED BACK BY ROMANIAN AUTHORITIES FROM OTPENI AIRPORT AT BUCHAREST AND FROM CURTICI, FRONTIER
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CROSSING FOR TRAINS ON ROMANIAN-HUNGARIAN BORDER. TO EMBASSY'S KNOWLEDGE, 33 PEOPLE IN NINE FAMILY GROUPS HAVE TO DATE BEEN TURNED BACK. ALMOST ALL THOSE RECENTLY ISSUED "VIENNA LETTER DOCUMENTATION HAVE NOW SHOWN UP AT EMBASSY AFTER BEING TURNED BACK. RETURNEES WERE TOLD BY FRONTIER GUARDS THAT PASSPORTS HAD BEEN ISSUED TO EMIGRATION TO UNITED STATES, AND THAT SINCE "VIENNA

LETTER" DID NOT PROVIDE FOR DIRECT ENTRY INTO U.S., IT COULD NOT BE ACCEPTED AS EXIT DOCUMENT. CANADIAN EMBASSY ADVISES US OF RECENT SIMILAR CASE INVOLVING DOCUMENTATION IT HAS ISSUED WHICH RESEMBLES "VIENNA LETTER." AUSTRIAN EMBASSY TELLS US HOLDERS OF ROMANIAN PASSPORTS WITH EXIT VISAS FOR AUSTRIA HAVE NOT YET RUN INTO PROBLEMS.

3. PENDING INSTRUCTIONS, WE ARE DEALING WITH PROBLEM OF WHAT TO DO WITH THOSE RETURNED BY STARTING TCP PROCESSING FOR MAJORITY OF CASES QUALIFIED, AND BY ISSUING SMALL NUMBER OF PRO-FORMA C-1 "TRANSIT" VISAS FOR VIENNA ROUTE TO EXTREME HARDSHIP CASES. SO FAR, NO ONE CARRYING PRO-FORM C-1 HAS BEEN TURNED BACK. THERE IS, HOWEVER, POTENTIAL PROBLEM AVOIDED BY "VIENNA LETTER": AN APPLICANT COULD USE C-1 VISA TO SEEK DIRECT ENTRY INTO U.S., DESPITE WARNINGS. MOREOVER, LATENT ROMANIAN OPPOSITION TO VIENNA ROUTE MAY AT ANY TIME INVALIDATE C-1 AS AN EXIT DOCUMENT. IN ANY CASE, WE ARE HESITANT TO OVERWORK THIS DEVICE.

4. INVALIDATION OF C-1 WOULD LEAVE US WITH INTRACTABLE PROBLEMS WITH THREE GROUPS OF WOULD-BE EMIGRANTS. FIRST CATEGORY ARE THOSE WITH RELATIVES IN U.S. BUT ALSO WITH INSURMOUNTABLE INELIGIBILITY UNDER 212(A)(9) OR (28); I.E., THOSE TO WHOM, WITH APPARENT MALICE AFRETHOUGHT, GOR CONFIDENTIAL

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SEEMS MOST READY TO ISSUE PPTS. SECOND PROBLEM CATEGORY IS THOSE POTENTIALLY QUALIFIED FOR IVS OR TCP, BUT WHO LACK VALID AFFIDAVIT OF SUPPORT FROM RELATIVE WHICH QUALIFIED THEM FOR TCP. THERE ARE CURRENTLY TWO FAMILIES WITH SEVEN PEOPLE IN THIS CATEGORY. THIRD CATEGORY IS THOSE WHO HAVE NO U.S. RELATIVE BUT WHO HAVE OBTAINED PPTS EITHER WITHOUT CONSULTING EMBASSY OR AFTER HAVING BEEN TOLD THAT THEY WERE UNQUALIFIED FOR U.S. VISAS OR THAT EMBASSY WOULD "SEE WHAT IT COULD DO" (I.E., "VIENNA LETTER") IF THEY RECEIVED PPTS. CURRENT CASE IS FAMILY OF BAPTISTS--TWO ADULTS AND EIGHT YOUNG CHILDREN--BUT WE EXPECT MORE.

5. LONG-TERM RESULT OF GOR MOVE IS THAT GREATER NUMBERS OF ROMANIANS DESTINED FOR U.S. WILL HAVE TO LEAVE VIA TCP ROUTE, OR NOT AT ALL. GOR'S TOLERANCE OF TCP BECOMES, BY SAME TOKEN, ALL THE MORE IMPORTANT SINCE AN END OF GOR ACQUIESCENCE IN TCP WOULD DRASTICALLY CURTAIL OVERALL ROMANIAN EMIGRATION TO U.S., ESPECIALLY IF CURRENT PATTERN OF PPT ISSUANCE IS MAINTAINED. BUT TCP ROUTE, AS WELL AS TRAIKIRCHEN, COULD ALSO EASILY PRODUCE "COMPLAINTS" BY ROMANIAN BEING PROCESSED. MORE GENERAL IMPACT IS THAT "VIENNA LETTER" IN EFFECT ENABLED ANY

ROMANIAN WITH PPT FOR U.S. TO LEAVE, WHILE GOR CRACK-DOWN ON "VIENNA OPTION" NOW MEANS THAT FOR 10 PERCENT TO 15 PERCENT OF SUCH EMIGRANTS DEPARTURE HAS BECOME PROBLEMATIC IF NOT IMPOSSIBLE.

6 GOR CLAMP-DOWN EXTENDS TO ORGANIZED MALCONTENTS. TWO WHO HAD RECEIVED TOURIST PPTS IN ACCORDANCE WITH GOR SCENARIO DEvised LAST FALL (BUCHAREST 329) HAD PPTS WITHDRAWN ON EVE OF DEPARTURE AND LATER RETURNED WITH INSTRUCTIONS THAT THEY MUST OBTAIN FRG VISAS. THEY WERE TOLD THAT THE NUMBER OF ROMANIANS IN VIENNA CAMP AND DELAYS FACING THEM RULED OUT ADDITIONAL REFUGEE PROCESSINGS THROUGH VIENNA. SINCE ADDITIONAL YOUNG MALCONTENTS SEEKING PPTS ARE ORGANIZING (TWO GROUPS TOTALLING 21), GOR MAY NOW DECIDE
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THAT POLICY OF GIVING PPTS TO ORGANIZED GROUPS OF PASSPORT-SEEKERS IS LEADING TO FORMATION OF MORE GROUPS RATHER THAN TO SOLUTION OF "DISSIDENT" PROBLEM. CURB ON VIENNA ROUTE COULD PROVIDE AUT PRITIES OPPORTUNITY TO TEACH MALCONTENTS LESSON THAT PRESUMED EASIER EXIT FOR "DISSIDENTS" IS NOT IN FACT SO EASY. AT SAME TIME, SINCE GROUP ARE UNQULAIFIED FOR IVS OR TCP, GOR COULD BLAME "HYPOCRITICAL" U.S. FOR REFUSAL TO ACCEPT THEM ONCE IT HAD ISSUED PPTS.

7. WHATEVER REAL CONDITIONS (VIENNA 605) ARE IN VIENNA CAMP, GOR HAS SEIZED ON THEM AS PRETEXT TO DISRUPT EMIGRATION PATTERN. WE HAVE BEEN STRUCK BY NUMBER OF CASES IN WHICH APPLICANTS UNQULAIFIED FOR IVS PREFERRED IMMEDIATE DEPARTURE FOR VIENNA (AND UNCERTAIN PROCESSING TIME) TO 4-6 WEEK WAIT IN ROMANIAN FOR TCP PROCEDURE (AND LIMITED PROCESSING TIME IN ROME). IN THIS, APPLICANTS WERE MOTIVATED BY SITUATION OF HAVING HAD TO SELL AND SOMETIMES VACATE HOUSES OR APARTMENTS AND RELINQUISH JOBS OR PENSIONS, AND HAVING HAD CHILDREN EXPELLED FROM SCHOOL. ROMANIAN AUTHORITIES ARE WELL-VERSED IN US IMMIGRATION LAWS AND REGULATIONS AND US PROCESSING POSSIBILITIES FOR THOSE TO WHOM PPTS ARE ISSUED. RECENT TREND IN GOR PPT ISSUANCE HAS BEEN HEAVILY IN FAVOR OF THOSE UNQULAI-FIED TO RECEIVE US IVS. THEREFORE, IF LARGE NUMBER OF ROMANIANS IN TRAIKIRCHEN ALLEGEDLY CASUES PROBLEM FOR GOR, IT IS PROBLEM GOR MUST HAVE FORESEEN WHEN IT ISSUED PPTS.
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